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Report of the Secretary-General on Somalia

I. Introduction

1. The present report is submitted pursuant to paragraph 13 of Security Council resolution 2102 (2013), in which the Council requested me to keep it regularly informed of the implementation of the mandate of the United Nations Assistance Mission in Somalia (UNSOM), including the steps taken to ensure the presence of a structurally integrated mission by 1 January 2014, as well as to provide an assessment of the political and security implications of wider United Nations deployments across Somalia every 90 days. The report covers the major developments that occurred in Somalia during the period from 16 August to 15 November 2013.

II. Major developments

A. Political situation

2. One year after its formation, the Federal Government is making some progress towards a revised constitution and the holding of national elections by 2016, the immense challenge of achieving national consensus on the future of the federal State notwithstanding.

3. From 2 to 6 September, the President of Somalia, Hassan Sheikh Mohamud, convened a national conference entitled "Vision 2016", bringing together parliamentarians, regional authorities, civil society groups and members of the diaspora. The conference participants made specific recommendations on the political process and the way forward in the areas of constitutional development, federalism, good governance, elections and outreach, reconciliation and transitional justice.

4. On 28 August, in Addis Ababa, the Federal Government of Somalia reached a long-awaited agreement with Ahmed Madobe, creating the Juba Interim Administration. That agreement was facilitated by the Minister for Foreign Affairs of Ethiopia, Tedros Adhanom Ghebreyesus, in his capacity as Chair of the Intergovernmental Authority on Development (IGAD) at the ministerial level. The Juba Interim Administration comprises Gedo, Juba Hoose and Juba Dhexe. It was established for two years and is expected to lead to the formation of a permanent federal state. Ahmed Madobe was formally designated as an interim leader under the

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agreement. Control of the port of Kismaayo (Juba Hoose) would remain under the Interim Administration for the first six months and then be transferred to the Federal Government.

5. On 30 and 31 October, the President of Somalia visited Kismaayo for the first time since taking office in September 2012. The visit was followed by a reconciliation conference in Mogadishu between representatives of the Federal Government and the Juba Interim Administration, held from 3 to 6 November. Militia leaders opposed to the Interim Administration also participated. The parties agreed to cease hostilities, work towards the reintegration of militias and jointly combat Al-Shabaab. There were no provisions for power-sharing arrangements in the Interim Administration, which the opposition had initially demanded. The next reconciliation conference is planned to be held in Kismaayo.

6. On 31 August, in the town of Baidoa (Bay), the Council of Traditional Elders from the Digil and Mirifle clans issued a statement in which it described the Addis Ababa agreement as unconstitutional and claimed that it did not take into consideration the aspirations of the community. The statement reflected the widely shared perception among the Digil and Mirifle populations that they had not been adequately represented in the Addis Ababa negotiations. This was followed by a four-day conference in Baidoa, organized by the Council, which began on 18 September and brought together the Speaker of the Federal Parliament, Mohamed Sheikh Osman Jawari, parliamentarians, clan and religious leaders, regional and district authorities, civil society and members of the diaspora. In the resulting communiqué, the conference participants reiterated the Council's rejection of the Addis Ababa agreement and called, instead, for a conference to establish a six-region federal state comprising the six southern regions of Somalia, including Juba Hoose, Juba Dhexe and Gedo. In the following weeks, the Council engaged in outreach aimed at gaining the support of leaders of other clans in the six regions.

7. Separately, tensions persisted between the Federal Government and the Puntland authorities since the decision by the latter to suspend all cooperation and relations in August. In addition to accusing the federal authorities of tampering with the Provisional Constitution and distributing international aid inequitably, the Administration of Puntland repeatedly accused them of not being committed to federalism and a decentralized system of governance.

8. Meanwhile, preparations for the upcoming indirect presidential elections in Puntland, scheduled for 8 January 2014, have been stepped up. A number of candidates have declared their intention to stand. Clan elders have begun the process of selecting the 66 members of the Puntland parliament who will, in turn, elect a president and vice-president in January 2014.

9. On 24 September, the Cabinet ministers of "Somaliland" approved a budget for 2014 of $212 million. More than 51 per cent of the budget was allocated to security sector activities. On 19 September, the three official parties in "Somaliland", its "national" electoral commission and the Government reached an agreement to complete civilian and voter registration before the 2015 presidential election.

B. Security situation

10. The security situation in Mogadishu remained relatively unstable during the reporting period. The African Union Mission in Somalia (AMISOM) and the Somali national security forces continued to thwart Al-Shabaab attacks almost daily in and outside Mogadishu. In a significant incident on 3 September, Al-Shabaab claimed responsibility for an attack on a convoy of the Federal Government that was carrying security personnel in connection with the visit by the President of Somalia to the southern port city of Marka.

11. On 4 September, a string of coordinated explosions occurred in all districts of Mogadishu and, on 7 September, a suicide bombing attack against a popular restaurant near Villa Somalia killed 15 people and injured more than 20 others. Small-scale attacks and targeted assassinations also continued. On 8 November, two bombs exploded at the Maka Al Mukaramma Hotel in Mogadishu, killing at least four people and wounding more than a dozen, including a member of parliament. Al-Shabaab claimed responsibility for the attack.

12. On 21 September, the Al-Shabaab attack on the Westgate shopping mall in Nairobi showed that Al-Shabaab increasingly poses a regional and international threat. There are indications that, under the leadership of Ahmed Godane, the objective of Al-Shabaab may have shifted away from Somalia and its internal politics and moved closer to the global ideology and agenda of Al-Qaida.

13. On 5 October, United States forces carried out a raid on a villa in Baraawe inhabited by Al-Shabaab members, which reportedly did not result in the capture or killing of the targeted commander. In a press statement on 31 October, AMISOM announced that it had resumed its offensive operations against Al-Shabaab in Juba Hoose and Juba Dhexe, as well as in Bay. On the same day, AMISOM (Kenya Defence Forces) conducted a major aerial attack on an Al-Shabaab training camp in Dinsor (Bakool), reportedly destroying four technical vehicles and a weapons store.

14. Members of the Somali judiciary and Government have repeatedly cited the lack of security as an inhibiting factor in the execution of their functions, including the hearing of cases in the civilian court system. Consequently, military courts continue to try cases relating to Al-Shabaab.

15. An increase in criminal activities was observed during the reporting period, including the establishment of illegal checkpoints, robberies and extortion of drivers and owners of public transportation vehicles. In addition, abuses against civilians by undisciplined elements of the Somali national security forces were reported, mainly on the outskirts of Mogadishu and Kismaayo.

16. The situation in Kismaayo remained volatile. On 12 September, Ahmed Madobe survived an assassination attempt from an explosive-laden vehicle that hit his convoy, causing more than 30 casualties, including 20 civilians, mostly as a result of the ensuing gunfire by his security guards. Early in October, clashes were reported in Kismaayo between supporters of Mr. Madobe and supporters of Barre Hirale, a local rival from another sub-clan. On 29 October, Al-Shabaab militants and Mr. Madobe's Ras Kamboni fighters clashed near Kismaayo airport. The fighting followed an attack by Al-Shabaab on the Ras Kamboni, the Kenyan armed forces and the AMISOM base at the airport. At least four Al-Shabaab fighters were reportedly killed.

17. Clashes between Al-Shabaab and the Somali national security forces, AMISOM and other pro-Government groups were regularly reported in Bakool, Bay and Gedo. In Bakool, Al-Shabaab also succeeded in temporarily taking over the town of Quracjome, east of Ceel Berde, from the Somali national security forces twice in late August. Fewer incidents were reported in Galguduud and Hiraan. Forces of AMISOM and the Federal Government recovered the towns of Mahadday and Biya Adde, north of Jawhar (Shabelle Dhexe) on 19 and 20 September. Shabelle Hoose remained unstable and the main hub of Al-Shabaab activities, with guerrilla and terrorist attacks reported almost daily, in particular in Afgooye and Marka districts.

18. Puntland experienced relatively low-level but intermittent Al-Shabaab activities, including clashes with Puntland security forces in the Galgala mountains area and the discovery of an explosive device near the residence of the President of Puntland, Abdirahman Mohamed Farole, in Garoowe, on 23 August. On 9 November, Al-Shabaab insurgents were also alleged to have conducted coordinated attacks on the main local office of the Government of Puntland, the Biyo Kulule police station and Boosaaso central prison. Two prison officers were killed and two others wounded in the incident. The region faces heightened security concerns in key towns, including Garoowe, Boosaaso and Gaalkacyo, ahead of the upcoming selection and indirect election processes. Criminal activities, in particular relating to clan disputes, piracy and business, continue to pose the biggest threat in Puntland and Galmudug.

19. "Somaliland" remained relatively stable, notwithstanding continuing tensions over the disputed Sool, Sanaag and Cayn regions and periodic clashes between "Somaliland" and the self-proclaimed "Khatumo State". In late August, the visit of the Vice-President of Puntland to Talh (Sool) reignited local clan tensions, which escalated into two clashes between pro-Khatumo militias and "Somaliland" forces at Gambadhe (Sool) on 13 and 15 September. Episodes of civil unrest, some of which turned violent, were also reported in Sanaag in mid-to-late September, following the ban by the "Somaliland" authorities on the old local currency owing to continuing claims of counterfeit Somali currency circulating in "Somaliland".

III. United Nations support to peace consolidation

20. Representatives of the United Nations and the African Union, with the participation of the European Union and some Member States, conducted a joint mission to Somalia from 26 August to 6 September to establish benchmarks for the deployment of a United Nations peacekeeping operation, assess AMISOM and the Somali National Army and consider measures to secure United Nations personnel in Somalia. The findings of that mission, which are contained in my letter to the President of the Security Council dated 14 October 2013 (S/2013/606), were endorsed by the African Union Peace and Security Council on 10 October and by the Security Council, in its resolution 2124 (2013), on 12 November.

A. Good offices and political support

21. During the reporting period, my Special Representative for Somalia and Head of UNSOM, Nicholas Kay, embarked on a series of mediation and good offices

efforts to help to promote reconciliation. He continued to work closely with the President and Federal Government and other partners in their intensified efforts to reach out to and engage in dialogue with the Somali regions, as well as to build on the growing momentum towards the establishment of new regional administrations. In this regard, he engaged with the Federal Government, local leaders within Somalia and international partners, including IGAD, to provide diplomatic and political support.

22. Against a backdrop of strained relations between the Federal Government and Puntland, my Special Representative paid a two-day visit to the region's capital, Garoowe, on 20 and 21 October, where he held consultations, including with the Puntland leadership, the Speaker of the Puntland parliament, traditional elders and other civil society representatives. He urged the Administration of Puntland to ensure that the process leading to the January 2014 selection and indirect elections would be conducted in a manner that is transparent and acceptable to all. He also urged the elders to ensure the selection of a significant number of women members of parliament.

23. My Special Representative, in particular, continued to collaborate closely with regional and international partners. He visited Addis Ababa (25-29 August), Nairobi (5 and 6 September), Rome (10 September), Dubai (11 September) and Brussels (16 September) to consult and coordinate with regional and international partners, as well as to seek sustained donor support for UNSOM and AMISOM. He also met members of Somali diaspora communities in London on 14 September and in Minneapolis, United States of America, on 27 September, for consultations and to seek their support for peacebuilding and reconstruction in Somalia.

24. The visit to Mogadishu of the Deputy Secretary-General on 26 and 27 October further demonstrated the resolve of the United Nations and the international community in supporting Somalia to achieve sustainable peace. He took advantage of the visit to reaffirm the strong commitment of the United Nations to continuing to work closely with the Federal Government through an integrated strategy that combines political engagement and support for peacebuilding and state-building, while also insisting on ensuring humanitarian access to the most vulnerable in Somalia.

B. Support for peacebuilding and state-building

Development of a federal system and constitutional review

25. The first peacebuilding and state-building goal of the Somali Compact, which was endorsed in Brussels on 16 September, is "Inclusive politics". In particular, the goal accords priority to the advancement of an inclusive political dialogue for state formation and reconciliation; the carrying out of a constitutional review; and the holding of elections in 2016. To ensure that United Nations support is delivered in a consolidated manner that addresses all these priorities, in September 2013 the Organization established an integrated constitutional support team that brings together all United Nations entities involved in supporting the constitution-making process, in particular the United Nations Development Programme (UNDP) and UNSOM.

26. In support of state formation and reconciliation, UNSOM provided technical and logistical support for the organization of the "Vision 2016" conference (see para. 3). The United Nations is also supporting the implementation of the Addis Ababa agreement, including the Juba reconciliation conference (see para. 4). At the request of the Federal Government, my Special Representative provided direct advice to the federal authorities on options for supporting state formation and the integrated constitutional support team is developing a series of briefings on federalism, fiscal federalism and wealth-sharing for senior government officials.

27. Concerning constitutional review, UNDP continued to provide support to the Federal Parliament, in particular the Constitutional Oversight Committee. The Federal Parliament, in particular the Constitutional Review and Implementation Commission, developed plans to support the Committee's secretariat and to begin developing a nationwide information and civic education campaign. UNSOM is facilitating the development of a constitutional donor coordination framework to promote complementary efforts aimed at supporting constitutional reform in Somalia.

28. At the request of both the Speaker of the Federal Parliament and the Prime Minister, the United Nations deployed an elections needs assessment mission from 3 to 14 November. The mission evaluated the legal and institutional framework governing the upcoming electoral process with a view to providing recommendations on the kind of support that the United Nations could provide.

Democratic politics and governance

29. On 28 and 29 August, the United Nations facilitated a workshop led by the Federal Government on developing the capacity of the public sector in Somalia. Participants were briefed by government officials on their experience with previous capacity-development interventions and on the objectives achieved and progress made in terms of improving civil service management. Participants agreed on the need for the inclusion of capacity development for public sector management functions, alongside specific capacity development at the sectoral level. This approach should be implemented in accordance with a clear set of principles and be consistent with the economic recovery plan developed by the Government. Accordingly, capacity development at all levels of the Government was included as a cross-cutting theme in the Somali Compact; a set of key principles was also identified. The United Nations has been coordinating efforts to implement capacity-building initiatives, including through a high-level meeting held in Nairobi on 1 November.

Security sector and rule of law

30. The four priorities under the second peacebuilding and state-building goal of the Somali Compact, "Security", are capacity-building of security institutions; integration of security forces; implementation of the national programme on disengaged combatants and at-risk youth; and maritime security. They will serve as a basis for the international community's support over the coming three years. The active involvement of the executive branch, the Federal Parliament and civil society in establishing these priorities is an encouraging sign for their effective implementation. On 27 August, the President of Somalia announced the establishment of the National Security Council. The priorities identified by the

Council include ensuring the timeliness of stipend payments to the national army and developing policies for the regulation and inspection of private security companies.

Defence

31. UNSOM supported efforts by the African Union to begin implementing Security Council resolution 2142 (2013). Two working groups have been established on the joint concept of operations and the modalities for funding non-lethal support to the national armed forces.

32. A logistics working group was established to develop a concept for a logistics system for the Somali forces. UNSOM has highlighted to donors the problems of stipend payments to the military and the police, which also requires a higher level of coordination by the Federal Government. Initiatives are under way to broaden the procurement of common human resource management systems for use by the military, the police and corrections institutions.

Disengaging fighters

33. Significant progress was made in the implementation of the national programme on disengaged combatants and at-risk youth. After extensive negotiations, UNSOM and the management of the Serendi Youth Rehabilitation Centre agreed that the centre (and its new branch established in Beledweyne) would be aligned with the national programme through a three-month pilot phase. Efforts to establish a transitional centre in Baidoa and Kismaayo are also under way, under the leadership of the national secretariat for disarmament, demobilization and reintegration.

34. The joint UNSOM and UNDP review of the normative framework for the national programme was finalized on 29 September. It highlighted the inherent risks facing the United Nations in supporting the programme. Such programmes must include appropriate human rights monitoring mechanisms and related risk mitigation measures, including the conduct of a human rights due diligence policy risk assessment. The most significant recommendations to the Federal Government are to immediately declare a comprehensive moratorium on the death penalty throughout Somalia by any court, whether civil or military, to ensure no blanket amnesty and to adhere to international human rights standards when dealing with disengaged combatants.

Police

35. The police working group and its task forces led by the Somali police force and supported by UNSOM, UNDP and donors, facilitated enhanced coordination of international support to the police. This effort included the establishment and management of the rule of law fund, worth $11 million, as provided for in the Somali Compact. The task forces on training, human resources, infrastructure and equipment also helped to identify urgent operational requirements and critical capability gaps. From 22 to 24 October, UNSOM coordinated a three-day workshop in Nairobi aimed at advancing police reform, with facilitation provided by the United Kingdom of Great Britain and Northern Ireland, with the participation of the Somali police force, UNSOM, AMISOM and representatives of the United States. UNSOM also coordinated international assistance to the police, including the

delivery of more than 1,000 sets of personal protection equipment and computer equipment provided by the Government of Japan. The recent deployment of AMISOM individual police officers to other recovered areas, including Baidoa and Beledweyne, and the support committed by the Government of Turkey to provide 500 Somali recruits with the opportunity to attend a one-year training course in Turkey are expected to help to increase the number of trained police officers.

Justice and corrections

36. UNSOM and United Nations country team partners (in particular UNDP, the United Nations Office on Drugs and Crime (UNODC) and the United Nations Children's Fund (UNICEF)) continued to assist the national authorities in the implementation of the national strategic plan for justice reform (2013-2015) in accordance with the global focal point arrangement. The United Nations has supported collaboration between the Chief Justice and the Minister of Justice, which has resulted in an agreement to relaunch a Somali-led justice and corrections coordination mechanism, namely the Justice and Corrections Steering Committee.

37. To support the development and finalization of the new multi-year rule of law programme, a mission comprising members of the UNDP Bureau of Crisis Prevention and Recovery and the Department of Peacekeeping Operations of the Secretariat was held from 13 to 26 November to produce a "one rule of law implementation plan" that includes all donor contributions.

38. To enhance intake procedures and prisoner registration, UNSOM drafted and discussed registration forms with prison administrators in Mogadishu and Garoowe, as well as with the Deputy Attorney General, who welcomed the initiative. A training programme for corrections officers, jointly supported by UNODC, UNICEF, UNSOM and UNDP, was held in Mogadishu from 29 October to 3 November with the aim of improving their skills to meet international standards, in particular regarding the treatment of detainees.

39. The United Nations Office for Project Services continued to provide logistics and procurement services to UNODC training sessions at the training academy for prison staff in Garoowe and Hargeysa to facilitate the efforts of UNODC to enhance staff capacity and prison management. In Hargeysa, it is constructing a new compound for the Ministry of Justice.

Maritime security

40. The Somali Maritime Resource and Security Strategy, developed on 11 September, provides a framework to increase opportunities for economic growth and stability in the region. There are encouraging signs that counter-piracy efforts have led to a marked decline in attacks by pirates. The governance and security situation has not, however, improved sufficiently in Somalia to have a deterrent effect. Efforts to establish effective law enforcement capabilities, both at sea and on shore, and to create adequate economic opportunities should continue and be strengthened. The United Nations is supporting these efforts, including through sustained assistance to the political process and state-building activities. The United Nations monitors and tracks the fate of seafarers held hostage by Somali pirates, delivers humanitarian assistance when possible and repatriates those abandoned on shore in Somalia, as described in my report of 21 October on the situation with respect to piracy and armed robbery at sea off the coast of Somalia (S/2013/623).

On 11 September, my Special Representative participated in the third high-level counter-piracy conference.

Mine action

41. The United Nations Mine Action Service continued its engagement with the Somali explosives management authority to address explosives contamination throughout Somalia in line with international norms. The explosive ordnance disposal teams of the Somali police force, trained by the Mine Action Service, continued regular operations in Mogadishu, Baidoa and Beledweyne, responding to 21 confirmed improvised explosive devices and clearing 515 items of unexploded ordnance. The seaport security team of the police, also trained by the Mine Action Service, continued to carry out underwater surveys to ensure that the port was free of explosive devices. The Service continued clearance activities in the urban areas of Beledweyne, clearing 110 items of unexploded ordnance and educating 13,765 people about the risk posed by such ordnance. In addition, the Service deployed four mine-risk education teams based at major crossing points in Diff, Dobley and Waldeyna to ensure that returnees would be aware of the threat posed by explosive devices. During the reporting period, the teams reached some 23,000 people attempting to return to Somalia.

42. AMISOM explosive ordnance disposal teams safely destroyed 253 items of unexploded ordnance and 19 improvised explosive devices across all four sectors.

C. Human rights and protection

43. The Federal Government adopted the Post-Transition Human Rights Road Map for Somalia for the period 2013-2015 during a special Cabinet session on 27 August. On 24 September, my Special Representative, the Representative of the African Union Commission for Somalia, Mahamat Saleh Annadif, the Prime Minister, Abdi Farah Shirdon, the Independent Expert on the situation of human rights in Somalia, Shamsul Bari, and the representatives of four local non-governmental organizations participated in a high-level stand-alone interactive dialogue on Somalia, held by the Human Rights Council in Geneva, mainly to discuss the implementation of the Road Map.

44. The United Nations continued to work on the implementation of the human rights due diligence policy in Somalia. In this regard, on 16 October, a joint strategy was agreed upon between UNSOM, UNSOA and AMISOM, and a joint working group was established. A desk review of the support provided by the United Nations to the Somali national security forces has been initiated.

45. Following the assassination attempt on Ahmed Madobe in Kismaayo on 12 September, at least 20 men were reported missing. UNSOM received reports that Ras Kamboni militia were responsible for extrajudicial executions, enforced disappearances and the ill-treatment of civilians of non-Ogadeni origin in Kismaayo.

46. Forced evictions of internally displaced persons in Mogadishu continued, advocacy efforts by the United Nations to ensure regulated evictions notwithstanding. Those evicted were transferred to other settlements without prior planning, increasing their vulnerability to additional human rights violations, including sexual violence. Most evicted families were moved to the K7-K13 area

along the Afgooye road, while a small number returned to their place of origin. In September, at least 300 internally displaced families were evicted from settlements in Mogadishu. However, this estimate represents an overall decline since August, when an estimated 5,800 internally displaced households were forced to leave their interim shelters in formal and informal settlements in Mogadishu. Early in October, the Somali police evicted orphaned children, single women heads of households, persons with disabilities, including visually impaired persons, and an estimated 2,000 members of the host community from the Majo settlement, in Mogadishu.

47. On 1 November, the Federal Government prevented the illegal eviction of another 35 families with visually impaired members. The United Nations continued working with the Federal Government on setting up a relocation site for internally displaced persons in Mogadishu, in addition to the creation and adoption of binding rules on the eviction process in accordance with international human rights law. Pre-emptive action by camp managers known as "gatekeepers" to move people from settlements and the reduction in humanitarian activities following the attack of 19 June on the United Nations common compound have, however, undermined the Federal Government's comprehensive plan for displaced people in Mogadishu.

Child protection

48. During the reporting period, 449 cases of grave violations against children (355 boys and 65 girls), in particular abduction, recruitment and killing and maiming of children, were documented. Most incidents were reported from the southern and central regions of Somalia. Since the beginning of 2013, 1,100 children (863 boys and 237 girls) formerly associated with armed forces or groups and children with other vulnerabilities (including those in street situations), benefited from reintegration programmes. Of those children, 110 (65 boys and 45 girls) are enrolled in formal schools, while the rest are in vocational training.

49. The Working Group of the Security Council on Children and Armed Conflict met for the second time in 2013 on 12 September. During the meeting, the Federal Government, through the Ministry of Defence, reiterated its commitment to signing the Convention on the Rights of the Child and the standard operating procedures for handling children associated with armed forces or groups. UNICEF continued to work with the Ministry of Justice towards the ratification of the Convention. The process of developing the documentation for submission to the Federal Parliament is under way.

50. In September, the Federal Government launched a campaign to provide 1 million children and young people with access to education. The three-year plan is supported by UNICEF, the United Nations Educational, Scientific and Cultural Organization and the World Food Programme (WFP), in addition to other partners.

Gender mainstreaming and women's empowerment

51. The empowerment of women, in particular their participation in national, regional and local politics and reconciliation processes, remains critical to achieving peace and stability in Somalia. Support with regard to gender mainstreaming, including by the United Nations Gender Theme Group, resulted in the integration of gender-specific provisions in all the peacebuilding and state-building goals of the "New Deal" compact. A comprehensive process to support the development of a

national gender policy and the national action plan on resolution 1325 (2000) is being prepared with the Federal Government.

52. Efforts are under way to develop a common approach by the members of the United Nations Gender Theme Group, as well as by the UNSOM Political and Mediation Group, to identify key entry points for women's participation in national political processes and decision-making, especially in the current context of state formation.

Sexual and gender-based violence

53. Government efforts and capacity to end violence against women and girls remain extremely limited. Documented cases of rape continued to be widespread throughout the country. Some 30 to 50 per cent of those victims were children. All identified cases relating to child survivors were supported by UNICEF. In Puntland, the United Nations Population Fund and UNDP provided training to police officers on handling such cases in a manner responsive to gender-based violence. UNICEF and UNDP are working together to develop a training manual for the police on prevention and response, including investigation, of gender-based violence and child protection cases. The task force on the relocation of internally displaced persons is working on training police officers on gender-based violence and child protection; these officers will be deployed to the new site for internally displaced persons in Daynile (Banadir) to enhance the protection of women and children.

54. UNSOM continued to follow up on the case of alleged gang rape of a 19-year-old woman by AMISOM soldiers at Maslah Camp in Mogadishu. Serious concerns have been raised about the way in which investigations were conducted and it has been reported that attempts have been made to intimidate people connected to the case.

55. The Federal Government has requested UNICEF to assist it to develop a sexual violence act and a gender-based violence protocol to enhance government accountability and systemic work on sexual violence.

56. The "Somaliland" authorities reported an alarming incidence of about 239 rape cases for the months of September and October. Most survivors in southern and central Somalia are displaced women and girls. In "Somaliland", survivors are not only from the settlements for internally displaced persons, but also from the host communities, and include children of affluent families.

D. Humanitarian situation

57. Some improvements notwithstanding, humanitarian needs remain vast and the gains fragile. For the first time in five years, the number of people in crisis and emergency situations is below 1 million, standing at an estimated 870,000. An additional 2.3 million people continue to struggle to meet minimal food needs and are vulnerable to shocks. Malnutrition rates too remain among the highest in the world, with 206,000 children under 5 years of age being acutely malnourished, down from 215,000 in January. The challenges also include constraints on humanitarian access, disease outbreaks and protracted displacement. By the first week of November, river flooding in Jawhar and Balcad districts in Shabelle Dhexe had affected an estimated 23,400 people. Aid agencies continued to support efforts

to seal breakages in the riverbanks. On 10 November, a tropical cyclone hit Puntland, where the authorities declared a natural disaster emergency the following day. Heavy rainfall and flash floods led to the death of some 100 people and large-scale livestock loss.

58. Humanitarians continue to help households to meet basic needs and build their resilience to shocks, with an emphasis on livelihood assets, livestock and agriculture. The Food and Agriculture Organization of the United Nations, UNICEF and WFP have jointly undertaken district-level consultations and ensured participatory village-level planning to guide their work on resilience. In Doolow district (Gedo), this approach has led to the rehabilitation of productive infrastructure, including irrigation systems and feeder roads. In the first nine months of 2013, the cash-for-work programme provided temporary employment to 35,000 households in Somalia, constituting an injection of $4.4 million into the most vulnerable areas. Rehabilitated infrastructure included 220 irrigation canals, 76 feeder roads and 223 water catchments. During the period under review, WFP assisted about 853,000 people per month, including through resilience-enhancing activities.

59. As at 1 November, 180 cases of polio had been confirmed, most of which were declared in the first three months following the outbreak in May. Aid organizations continued mass vaccination campaigns, reaching more than 4 million people. Since 19 July, no new cases have been reported in Mogadishu, where the outbreak began, indicating that the campaigns have been effective.

60. During the period under review, humanitarians sought to fill the most critical health and nutrition gaps resulting from the withdrawal of Médecins sans frontierès. The organization had earlier cited attacks on staff and the increasing impunity of perpetrators of such attacks when it announced its withdrawal on 14 August. Médecins sans frontierès had provided assistance at 20 health facilities, many of which in remote parts of Somalia. Partners expressed interest in continuing to run 14 of the facilities left by Médecins sans frontierès, at an estimated cost of $14 million per year. Efforts are under way to release $3 million from the common humanitarian fund for a six-month period to address a remaining funding gap of $9.6 million required for one year.

61. More than 600 civilians with weapons-related injuries were treated at hospitals supported by the World Health Organization in Mogadishu, while 250 civilians, including 15 children under 5 years of age, were treated at the hospital in Kismaayo.

62. According the Office of the United Nations High Commissioner for Refugees (UNHCR), up to 30,000 people crossed over from Ethiopia and Kenya in 2013, with some 2,100 movements recorded in September. Many of those movements are seasonal or temporary. Partners continued to underline that returns must be voluntary and that conditions for large-scale returns are not yet in place. In this regard, on 10 November, the Deputy President of Kenya, William Ruto, the Deputy Prime Minister of Somalia, Fawzia Yusuf Adam, and UNHCR signed a tripartite agreement in Nairobi for the voluntary repatriation of Somali refugees. A commission comprising representatives of Kenya, Somalia and UNHCR was set up to work on modalities for repatriation.

63. Only 48 per cent of the $1.15 billion requested through the consolidated appeal in 2013 had been funded at the time of writing. Funding has gone primarily to saving lives, while essential investments in resilience need to be bolstered.

E. Socioeconomic recovery and development

64. The launch of the Somali Compact generated $2.4 billion in pledges — a combination of past and new funds. The Compact provides an overarching strategic framework for coordinating political, security and development efforts for peacebuilding and state-building activities from 2014 to 2016. The development priorities of "Somaliland" were included in the overall Compact through a special arrangement that is linked to the "Somaliland" national development plan.

65. The Federal Government also prepared an economic recovery plan (see para. 30) that focuses on the rehabilitation and expansion of critical infrastructure; job creation and skills development; the elaboration of legal and regulatory frameworks; and building capacity in key natural resource management institutions.

66. In support of the Somali Compact, the United Nations launched a multi-partner trust fund that sits alongside the existing special financing facility and the newly designated World Bank and African Development Bank trust funds. All the mechanisms will fall under the overall governance arrangements and common reporting standards outlined in the Compact.

67. Advocacy on the issue of Somali remittances has been continuing since the United Kingdom-based Barclays Bank announced its decision to cut ties with Somali money transfer businesses in June 2013. Remittances total at least $1.2 billion per year and equate to 30 per cent of the gross domestic product. Some 40 per cent of the population rely on remittances for basic services such as education, health and food. Non-governmental organizations and advocacy groups are particularly concerned about the possibility that other international banks will follow suit and sever their relations with Somali remittance companies.

68. On 20 September, the Federal Government named Yussur Abrar as the country's first female Governor of the Central Bank. She tendered her resignation after seven weeks in office amid allegations that she was pressured to perpetrate financial malpractice. The situation highlights the importance of strengthening public financial management, reforming the Central Bank and ensuring sustainable and predictable support on the part of the international community to help to build government capacity.

F. Targeted sanctions

69. During informal consultations held on 13 September, the Security Council Committee pursuant to resolutions 751 (1992) and 1907 (2009) concerning Somalia and Eritrea was briefed by the Coordinator of the Somalia and Eritrea Monitoring Group on the issue of the Committee's guidance to Member States on interdicting charcoal from Somalia, which is required under the ban imposed by Council resolution 2036 (2012). The United Nations Environment Programme also provided a briefing to the Committee on options for an environmentally responsible approach to destroying interdicted charcoal.

70. Pursuant to paragraph 9 of its resolution 2111 (2013), the Security Council received the first report of the Federal Government on 30 October 2013.

G. Coordination of international efforts

71. The United Nations moved swiftly to assist the Federal Government in implementing the Somali Compact, in particular through the provision of practical support to the overall coordination mechanisms, as well as at technical levels within each of the peacebuilding and state-building goals. The Somalia Development and Reconstruction Facility was formally launched on 28 October and is to be followed by a first meeting of the high-level partnership forum later in the year in Mogadishu.

IV. Logistical support to the African Union Mission in Somalia

72. To strengthen coordination, UNSOM and AMISOM held their third senior leadership meeting in October. Meanwhile, UNSOA continued to provide logistical support for the 17,731 AMISOM uniformed personnel deployed to the four sectors in Somalia, including 17,278 troops, 2 formed police units and 235 individual police officers. The logistical support was also extended to 17 AMISOM civilian personnel.

73. During the reporting period, UNSOA facilitated the rotation of 1,700 Burundian troops, 2,930 Ugandan troops and 3,810 Kenyan troops in and out of the Mission area.

74. A joint verification exercise was conducted with the African Union during the rotations. In addition, a total of 37 AMISOM headquarters staff officers were rotated out, while 34 staff officers were deployed in Mogadishu.

75. UNSOA began the expansion of the UNSOM and UNSOA camp in Mogadishu, to cater for an additional 90 bed spaces, and the construction of a sector hub, prefabricated facilities and a parking lot in Baidoa. The construction of a sector hub in Beledweyne was also launched. In Baledogle, UNSOA began to construct the aviation hub and hangars.

76. UNSOA continued to provide increased information and communications technology services support to AMISOM. This included the provision of 200 telephones for a project funded from the United Nations Trust Fund in support of AMISOM. UNSOA supported information and communications technology connectivity at the new AMISOM headquarters in Nairobi.

77. UNSOA continued to provide medical support to AMISOM, carrying out 35 medical evacuation, transfer, redeployment and repatriation flights, involving 63 AMISOM personnel. UNSOA also provided predeployment, in-mission and other training for 429 AMISOM personnel.

78. Following the offer from the Government of Chad to supply AMISOM with combat and utility helicopters, a joint African Union-UNSOA technical team travelled to Chad from 8 to 14 October to assess the helicopters and the crew. The helicopters are in place, but the team identified a shortage of qualified crew members.

79. UNSOA contracted and deployed a utility aircraft to Mogadishu on 18 October to support AMISOM in the movement of personnel between Nairobi and Mogadishu, as well as within the sectors. UNSOA also moved 14 armoured personnel carriers from the United Nations Disengagement Observer Force to

Mogadishu. The carriers arrived in Mogadishu on 4 November and will be used by AMISOM headquarters to provide security to the AMISOM heavy transport and engineering units and AMISOM Mogadishu international airport camp security tasks.

80. The UNSOA-managed African Union-United Nations information support team established a permanent presence in all four sectors in order to improve on the provision of strategic communication support to AMISOM and UNSOM.

81. The United Nations Trust Fund in Support of AMISOM continued to be critical to UNSOA activities. There have been no further deposits to the Trust Fund since my previous report (S/2013/521). At the time of writing, the Trust Fund had an unspent balance of $21 million.

V. United Nations presence in Somalia

Expansion of United Nations presence in Somalia

82. As at 7 November, a total of 329 international staff members from UNSOM and United Nations agencies, funds and programmes were deployed in Somalia. The impact of the attack on the United Nations common compound on 19 June continued to hamper the ability of the United Nations to operate fully in Mogadishu. In late October, the senior management team of the United Nations country team endorsed a concept note on the reopening of compounds in Mogadishu.

Establishment of the United Nations Assistance Mission in Somalia

83. As at 15 November, 54 staff members were deployed in UNSOM, including 45 permanently recruited international staff (38 international and 7 government-provided personnel), 9 international staff on temporary duty and 18 national staff. Of the permanent international staff, 37 were deployed in Mogadishu, 4 in Garoowe and 3 in Nairobi. My new Deputy Special Representative for Somalia, Fatiha Serour, assumed office on 10 November.

84. UNSOM inaugurated field offices in Baidoa and Kismaayo on 9 and 11 September, respectively, enabling UNSOM to engage local interlocutors on the ground and to monitor developments. An international staff member was deployed to each of those locations as acting Head of Regional Office. The Mission continued to expand its presence and enhance office capabilities, security and accommodation to deploy additional staff. As a result of the objection of "Somaliland" to its mandate, the UNSOM office in Hargeysa carried out no substantive work relating to the mandate of the Mission.

Integration

85. Early in October, United Nations entities in Somalia agreed to realign existing and new initiatives with the Somali Compact and its coordination approaches and have since developed the integrated strategic framework based on the priorities of the Compact.

86. UNSOM and the United Nations country team have continued to work closely together on governance, constitutional review, elections and the rule of law, security and disengaged combatants. Consultations are under way to finalize the composition

of the integrated constitutional support team, with a view to making it a platform for collaboration of all relevant actors in support of constitutional review. The UNSOM rule of law and security institutions group has now moved to a fully integrated structure involving UNSOM and UNDP personnel within its police and justice and corrections sections.

Staff safety and security

87. The operating environment continued to be marked by heightened insecurity, with numerous threats against the United Nations and diplomatic and government targets, which, combined with the overall security situation in the country, hampered the operational effectiveness of the Mission and the United Nations country team.

88. In the aftermath of the attack of 19 June on the United Nations common compound in Mogadishu, considerable efforts have been made by the United Nations, AMISOM and the Federal Government to enhance security measures, information analysis and coordination procedures. In particular, measures are being taken jointly to improve security arrangements at United Nations installations, along the airport road and at Villa Somalia by establishing multiple layers of static security and mobile patrols conducted by Somali forces and AMISOM. Staff safety training continued at its normal frequency for all staff before deploying to Somalia.

89. The United Nations country team compounds in Mogadishu outside the international airport have been undergoing significant enhancements in order to achieve the required security standard. Most are expected to reach a suitable security standard to allow for the deployment of staff within the first quarter of 2014. The main United Nations compound within the airport has undergone several improvements. AMISOM continues to secure the outer ring perimeter of the airport and is expected to be able to redeploy additional troops and capabilities as part of the implementation of resolution 2124 (2013), in order to develop and maintain the needed security infrastructure, defensive positions and forward operating bases for the quick-reaction force. During the reporting period, the Under-Secretary-General for Safety and Security visited Mogadishu to assess the situation and consult partners on the ground.

90. Those efforts notwithstanding, critical vulnerabilities persist in the security of personnel at various levels. Planning for the deployment of a United Nations guard unit has begun, in accordance with resolution 2124 (2013). A reconnaissance mission led by the Office of Military Affairs was deployed in Mogadishu from 11 to 14 November. Specific requirements for the guard unit will be shared with the Security Council.

VI. Observations

91. Somalia continues to make progress towards the expansion and consolidation of State authority, the considerable security and political challenges notwithstanding. The development of State institutions is well under way. In Mogadishu, despite many challenges, the dawn of a new era is abundantly evident, with construction work and social life witnessing an unprecedented resurgence. The partnership of the international community is proving critical in this era of renewed hope and optimism.

92. In this new phase, the Somali Compact provides a comprehensive and innovative framework for international efforts in support of Somali-owned and Somali-led efforts. I urge partners to honour the pledges made in Brussels and to align their activities with the priorities of Somalia.

93. There is, however, a long way to go towards stabilizing Somalia. Nevertheless, I remain encouraged by the renewed momentum brought about by the promotion of national reconciliation and outreach initiatives countrywide by the Federal Government. This momentum must be maintained and built on. The continuing process of forming regional administrations is critical to the development of a federal system in the country, although it remains a difficult proposition. Time is of essence. I call upon the Federal Government to redouble its efforts to continue to reach out to the regions and to conclude the constitutional review process as expeditiously as possible, including the formation of federal states. The United Nations stands ready to support Somalia in this critical endeavour.

94. The United Nations has been requested by the Federal Government to provide political and technical assistance to prepare for elections in 2016, including by supporting the Somali-led efforts to review the Provisional Constitution, form federal states and hold a national referendum on a final constitution. The United Nations will work closely with its international partners to provide all possible assistance.

95. The gains made notwithstanding, Somalia continues to face considerable security challenges in Mogadishu and the regions beyond. I remain extremely concerned about the loss of momentum in the fight against Al-Shabaab insurgents. Although weakened by internal divisions, Al-Shabaab should not be given respite to recover and regroup. The recent suicide attack on the Westgate shopping mall in Nairobi and the continuing assassinations and targeted killings inside Somalia are a stark reminder of the ever-present danger that Al-Shabaab represents.

96. I commend the Federal Government, AMISOM and the Ethiopian forces for their great efforts to stabilize the security situation in Somalia against the continuing threats and asymmetrical attacks of Al-Shabaab. Their sacrifices are deeply felt. The international community remains committed to supporting them in bringing peace and stability to Somalia. Resolution 2124 (2013) is testimony to the international community's determination to support security operations in Somalia until stabilization is achieved. I should like to express my heartfelt gratitude to the European Union and other international partners for the support that they provide to AMISOM. I underline that security gains can be achieved only through the implementation of an integrated strategy that combines political engagement and support for peacebuilding, the rule of law and development.

97. I also pay tribute to donor countries and other partners for the support that they continue to extend to the Federal Government in building security institutions. We must sustain such efforts and provide the national security forces with the equipment and force enablers necessary to continue the fight against insurgents. As the Federal Government seeks to own and lead the process, the international community must sustain its efforts to develop these institutions and to enable the Federal Government progressively to take charge of all security responsibilities. To this end, I encourage all donors to make uncaveated contributions to the United Nations Trust Fund in support of AMISOM to support the Somali national army in its joint operations with AMISOM, in line with resolution 2124 (2013). I reiterate

that such support must be in full compliance with the human rights due diligence policy.

98. UNSOM has a key role to play in supporting the implementation of resolution 2124 (2013) by synchronizing the military efforts and political and peacebuilding processes and by ensuring that the efforts of the Federal Government, AMISOM and other international partners are well coordinated, including through the mechanisms established under the "New Deal" compact.

99. In accordance with paragraph 28 of Security Council resolution 2124 (2013), I call upon Member States to abide by the charcoal ban set out in resolution 2036 (2013). I have instructed my Special Representative to work with the Federal Government and Member States to find a comprehensive solution to the continued illegal production and export of Somali charcoal.

100. The challenges of peacebuilding and state-building are many and multifaceted. There is an urgent need to build and strengthen accountable, inclusive and transparent institutions in the public and private sectors. Without the necessary institutional capacity and improved public financial management, the Federal Government will be unable to deliver the services that the long-suffering people of Somalia expect of it. Public disillusionment could jeopardize the progress made to date. I therefore appeal to the international community to provide Somalia with all the assistance that it can to enable the country to move forward.

101. I welcome the efforts made by the Somali people and their Government to prepare the Somali Compact. The endorsement of the Compact sent an important signal that the international community is ready to operate differently in Somalia and will support the Federal Government to lead Somalia out of fragility. The challenge now lies in realizing the priorities for each peacebuilding and state-building goal, as well as ensuring adherence to the partnership principles. As the first compact of its kind, expectations on Somalia and its international partners to implement it in a timely and coordinated manner are high. The United Nations stands ready to play its part.

102. The upcoming indirect presidential elections in Puntland present an opportunity to advance good governance there. A transparent and credible process will help to promote reconciliation in the region. I urge the authorities and the people of Puntland to ensure a peaceful process that has the buy-in of all the stakeholders.

103. I welcome the fact that the Federal Government has pledged to place human rights at the centre of its reform agenda and urge it to act on that pledge. The adoption of the Post-Transition Human Rights Road Map is an important step forward. It now needs to be translated from a political pledge to a national action plan. A national human rights commission and a ministry for human rights should also be set up. While UNSOM will assist the Federal Government in the implementation of the Road Map, I call upon donors to play their part in providing support. Women's full representation and participation are critical to achieving sustainable peace and development. I therefore call upon the Federal Government to ensure that the human rights of women are safeguarded and promoted in all strategies, policies and laws.

104. For the first time in five years, the number of people in food security crisis in Somalia has dropped below 1 million. The needs remain vast, however, and scaling

up aid throughout the country is essential to consolidating the still-fragile gains. The humanitarian appeal for Somalia remains underfunded, which has translated into insufficient funding for the resilience programming that is needed to break the cycle of humanitarian crisis and response. I urge the partners of Somalia to recommit themselves to supporting the three-year humanitarian appeal to build the capacity of Somali communities and authorities to prevent future humanitarian catastrophes. I also call upon all actors to facilitate the safe access that would allow all Somalis in need, in particular children, to receive humanitarian assistance, including vital vaccinations against polio and other diseases.

105. I conclude by paying tribute to my Special Representative, Nicholas Kay, and the members of staff of UNSOM, UNSOA and the United Nations country team for their continued hard work. I am deeply appreciative of the sacrifice that they are making for the cause of peace in Somalia. I also thank the Federal Government, the African Union, AMISOM troop-contributing countries, IGAD, the European Union, donor countries and multilateral and non-governmental organizations for their continued support to the Somali peace process. We must build on the sense of hope that the Somali people are exhibiting, enhance our partnership and redouble our efforts in support of the people and Government of Somalia.

SOMALIA
National capital
Regional capital
Town, village
Airport
International boundary
Regional boundary
Undetermined boundary
Main road
Track
Railroad
0 50 100 150 200 km
0 50 100 mi
DJIBOUTI
ETHIOPIA
KENYA
GULF OF ADEN
INDIAN OCEAN
Djibouti
Muqdisho (Mogadishu)
BANADIR
Marka (Merca)
Kismaayo (Chisimayu)
Baidoa
Jawhar (Giohar)
Beledweyne
Dhuusamarreeb (Dusa Marreb)
Gaalkacyo (Galcaio)
Garoowe
Burco (Burao)
Hargeysa
Berbera
Boosaaso (Bender Qassim)
Bandarbeyla
Kismaayo (Chisimayu)
AWDAL
WOQOOYI GALBEED
TOGDHEER
SOOL
NUGAAL
BARI
MUDUG
GALGUDUUD
HIRAAN
BAKOOL
GEDO
BAY
SHABELLE DHEXE
SHABELLE HOOSE
JUBA DHEXE
JUBA HOOSE
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